



Washington State Emergency Management Council

Annual Assessment
Statewide Emergency Preparedness
February 2004
To
Governor Gary Locke

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LETTER FROM THE
EMERGENCY MANAGEMENT COUNCIL CHAIR

WASHINGTON STATE EMERGENCY MANAGEMENT COUNCIL

Dear Governor Locke:

I am pleased to present the Washington State Emergency Management Council's (EMC) 2002-03 Annual Assessment of Statewide Emergency Preparedness, as required by RCW 38.52.040. The formal reporting period is January 1, 2002, through June 30, 2003, an eighteen-month time frame which recognizes the Council's desire to align its reporting period with the state fiscal year. Due to the date of this report, significant post-reporting period issues and activities are also included.

This report provides an updated assessment of the significant hazards faced by citizens of our state and also outlines the capabilities and shortfalls of the EMC-member disciplines in meeting these various risk areas. Additionally, recommendations for the enhancement of overall preparedness are also included. The basic statutory charge of the EMC is to "advise the Governor and the Director (Adjutant General) on all matters pertaining to state and local emergency management and to ensure that the governor receives an annual assessment of statewide emergency preparedness". Given this responsibility, the EMC membership embraces their role as the primary statewide "all-hazards" advisory body in state government.

Early in 2003, the EMC chartered the Task Force on Local Emergency Management Programs. Since the EMC is authorized by law to create working groups whose purpose it is to make recommendations for the improvement of emergency management, it formed this Task Force to specifically look at the effectiveness of county, city and tribal emergency management. The Task Force will provide its findings and recommendations to the EMC during the Fall of 2004. Disasters are local events which require the best possible local and regional coordinated responses. Central to this capability are the emergency management organizations in local and tribal governments.

Additionally, the EMC held a Strategic Workshop in February of 2003 and it quickly became clear that we need to do a better job of assessing the status of "all-hazards" preparedness. Since this responsibility is part of our mandate and no other body formally looks at "statewide" preparedness, we are developing an "assessment" focus and structure that will greatly enhance our ability in this area. The quality of the EMC's future Annual Assessments, as well as our ongoing policy advisory work, will be greatly improved as a result.

The EMC and the entire emergency management and response structure continue to be impacted by the accelerating requirements and activities related to Homeland Security. The adoption of the Washington State Homeland Security Strategic Plan at the end of 2003 brought structure and organization to the complexities of securing the State and its citizens. Because of the "statewide" nature of the Plan, the business and infrastructure sectors were integrated into this planning process in an historic way and their continued involvement will ensure the implementation of a truly "statewide" homeland security strategy, as well enhanced preparedness for all hazards.

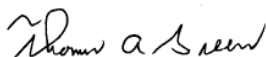
The finalization of the Homeland Security Strategic Plan also provided the impetus for a strategic look at the EMC's Committee on Terrorism. It was understood that its past role had been significantly focused around planning to meet the requirements of federal grants, but now the State has the opportunity to use this forum for a more comprehensive role centered on the implementation of the new Strategic Plan. Following a significant strategic review early in 2004, the EMC adopted an updated Charter for this group and changed its name to the Committee on Homeland Security. Your direction in 1999 to form the Committee on Terrorism has provided great benefit to the State. The complexity of planning to counter the threat of terrorism can only be undertaken through great collaborative effort. The Committee on Terrorism, now the Committee on Homeland Security, has been and will continue to be at the center of that effort.

In a final comment related to homeland security as well as the other hazards facing the State, it is widely known that our State

created a Homeland Security regional structure, including nine geographical regions. This structure also mirrors previously created regions for bioterrorism planning. These two regional systems, coupled with other emergency-related regional structures for fire and law enforcement mobilization, as well as Emergency Medical Services (EMS), have been the subject of significant discussion at the EMC as well as Committee levels. These regional organizations don't have the same boundaries so issues have been raised about the potential to increase the efficiency and effectiveness of the emergency management system, as a whole, if these entities had geographical boundaries which were the same. This issue is being reviewed by the entities involved, as well as the Emergency Management Division and the EMC Task Force on Local Emergency Management Programs.

The EMC and its individual members and represented organizations have a critical role in continually improving statewide preparedness in support of all Washington citizens. In that regard, we encourage your feedback and direction for the betterment of our work.

Sincerely,

A handwritten signature in cursive script that reads "Thomas A. Green".

Thomas A. Green
Chair

EXECUTIVE SUMMARY

- * **Key Risks and Shortfalls**
- * **Policy Recommendations**

EXECUTIVE SUMMARY

The Emergency Management Council is comprised of 17 Governor-appointed individuals. As required by RCW 38.52.040, the Council shall advise the Governor and the director on all matters pertaining to state and local emergency management. The members represent city and county governments, sheriffs and police chiefs, Washington State Patrol, the Military Department, the Department of Ecology, state and local fire chiefs, seismic safety experts, state and local emergency management directors, search and rescue volunteers, medical professions who have expertise in emergency medical care, building officials, and private industry.

The emergency needs of the state's communities continue to increase and are becoming broader in scope. The tragic events of 9/11 revealed gaps in our nation's preparedness and response capabilities, and caused all states to evaluate their own capabilities. Disasters are local events first and require the assistance of local and state governments, the private sector, and citizens. The EMC is taking steps to assess the status of the preparedness of local and state governments to respond to all hazards, and to provide recommendations to the Director and the Governor for improvements to emergency management. Emergency management planning is crucial to reduce or eliminate the effects of disasters and emergencies.

* * * * *

KEY RISKS AND SHORTFALLS

This section of the report provides the key elements of focus and those areas of risk on which the State of Washington officials should consider in making resource allocation decisions.

MITIGATION, PREPAREDNESS, RESPONSE, AND RECOVERY

Mitigation, Preparedness, Response, and Recovery are critical elements to all-hazards emergency management programs. Deficiencies in these priorities can pose substantial threats and risk to emergency responders and the public when a disaster occurs. **The shortfall remains a less-than-adequate staffing level at not only the Emergency Management Division, but at many state agencies and local governments to implement the key emergency functions.**

When associated with Homeland Security, the federal Office of Domestic Preparedness identifies prevention, response, and recovery as key priorities in developing and implementing strategies to prepare for a Weapons of Mass Destruction terrorism event.

Mitigation minimizes or eliminates the impacts of future disasters, lessens a disaster's damaging effects, and reduces future disaster costs. Through *Preparation* we achieve an effective emergency management response system that can respond quickly and efficiently. *Response and Recovery* are our ability to successfully respond to and recover from disastrous events.

PLANNING, TRAINING, AND EQUIPMENT

As a result of federal grant program funding in 2002 and 2003, we are making strides in the areas of Planning,

Training, and Equipment for emergency responders; but much remains to be done. **Federal funding provided the resources to *purchase* responder equipment, but in the past not the funding necessary to maintain the equipment. As a result, our local governments are able to purchase equipment, but maintaining it has increased the demands on already strained budgets. The increased demands have created overall inconsistencies in plan development and training for state and local agencies. These shortfalls are also affecting the volunteer agencies that are relied upon during emergencies and disasters, such as Search and Rescue (SAR).**

INTEROPERABILITY

Interoperability between emergency response disciplines continues to be of primary concern to state and local emergency managers. In emergency situations there are several layers of communications required between various agencies. These layers include city and county emergency operation centers (EOCs), the state EOC, various state agencies EOCs, emergency responders, Federal Emergency Management Agency (FEMA), and emergency decision makers in the public and private sectors.

Improvements have been made in the last 18 months in the development of interoperability plans and processes, and equipment purchases. But, we are not there yet and significant adverse impacts will occur if an emergency response to a major disaster requires a joint coordination effort with state, federal, and local agencies.

EMC TASK FORCE ON LOCAL EMERGENCY MANAGEMENT PROGRAMS

The EMC established the Task Force on Local Emergency Management Programs to assess and inventory statewide

emergency management program capabilities and needs. It is known that:

- **Several cities and counties lack well-developed emergency plans. This lack of emergency plans includes how to respond to and manage large numbers of casualties in bioterrorism events.**
- **Not all state agencies and local governments have disaster recovery plans.**
- **Even after many years of effort, much of the public is still largely unaware of their responsibility when a disaster occurs. They tend to be confused about the assistance to expect and what may be required of them until that assistance arrives.**

These are the high risk areas for local governments that hamper response and recovery efforts recognizing that all disasters are local events.

POLICY RECOMMENDATIONS

The Emergency Management Council and its committees provide those responsible for emergency management in the state with a forum to coordinate efforts, resources, and information with other public and private entities in Washington State.

Legislators play a critical role in the development of state emergency management policy, along with the executive responsibility of the Governor. As the policy evolves to meet current needs and new threats, the state should be prepared to respond to any event.

The Emergency Management Council recommends the Governor and the Legislature support legislation or budget requests that reflect the recommendations listed below. These recommendations will improve Washington's level of readiness to mitigate, prepare for, respond to, and recover from emergencies and disasters; thereby improving emergency management practices and homeland security throughout the state.

Building Officials:

- Provide better disaster monitoring systems that will allow better projections using even small events to collect data.
- Establish a system to provide emergency updates to the state building codes should it become evident that a major disaster could cause an unacceptable level of damage and/or death.
- Refine the State's disaster planning to be an all-disaster system by creating a working relationship between all participants of disaster planning (terrorism, earthquake, wind, storm, floods, earth slides, tsunamis, etc.)

County Government:

- The EMC Task Force on Local Programs is developing an inventory of statewide emergency management program capabilities and needs. The information obtained will provide a means to identify and correct

shortfalls.

- The local program inventory will assist counties to implement current law and improve organizational structure, communication, training, and needs for resources to adequately support local emergency management programs.

Ecology:

- Develop and fund a statewide hazardous materials response strategy. Metropolitan communities such as Seattle, Bellevue, and Tacoma have hazmat resources imbedded into their fire service programs, but this is not true for the remainder of the state. Currently, for land-based hazmat incidents, most communities rely on limited state patrol and Ecology resources to respond to and mitigate hazmat releases.
- Provide adequate funding and FTE for terrorism planning, preparedness and response efforts for state agencies.
- An interoperable multi-agency communications network is critical for key state and local emergency response agencies to adequately provide disaster assistance to the public. A funding mechanism is necessary to improve the emergency response communication infrastructure so it will support interoperability for all entities.
- In order for the Washington Department of Ecology (WDOE) to move forward with flood reduction programs, the state must aggressively pursue Federal Emergency Management Agency (FEMA) funding to update the state's flood plain maps during Federal FY 2002-2005. State agencies are encouraged to participate in this effort through the process being developed by WDOE and FEMA. State funding for the Flood Control Assistance Account Program (FCAAP) is necessary to expand flood plain mapping capabilities. We need more maps with better accuracy that address the hazards.
- WDOE should continue to serve as the lead agency for flood hazard reduction activities outlined in the Ecology-WSDOT 3110 Report to the Legislature (flood reduction-ecology).

Fire Services:

- Establish a regional Hazardous Materials Response System in the state (minimum of six teams) with a response time not to exceed two hours anywhere in the state. Provide WSP with the capability to fly teams to remote areas for response.
- Establish a funding mechanism such as a fee system for generators, users, and transporters of hazardous materials.
- Support and fund a centralized Learning Management System to capture training qualifications for all WA responders who may be called upon at an event.

Health:

- Health agencies must coordinate with homeland security at the federal, state, and local levels.

- Sustain the resources necessary to rebuild the public health infrastructure.
- Evaluate and implement, or reject when appropriate, federal programs such as Biowatch.

Military Department:

The Military Support to Civil Authorities (MSCA) section of the Washington National Guard functions in a Joint Operations environment when activated in response to a declared State emergency or disaster. This section performs oversight of the various functions as outlined in ESF 20 in the Washington State Comprehensive Emergency Management Plan (CEMP).

A concern of the MSCA organization is the transfer of trained, skilled, operations personnel due to promotions, etc. The risk presented by the personnel turbulence due to transfers, etc., is minimal to the organization's ability to perform all required functions. There is no impact to the state's ability to respond to or recover from emergencies of disasters.

The National Guard is working to stabilize personnel, consistent with the National Guard's federal missions. No additional actions are recommended.

Private Sector:

- Future plans should be made to inform the private industries of the protocols, lines of authority, and areas of responsibility and communications strategies that will be in use during an emergency.
- Coordination during training exercises between government agencies and the private sector should take on as much importance as the coordination between local, county and state agencies themselves. (TopOff 2 is an example of where private industry was virtually ignored with the focus spent on coordination between agencies.)
- Minimum guidelines should be established for a company's preparedness levels to the different types of disasters. Many businesses are confused and waiting for the government to tell them specifically what they should be prepared for, give them the exact tactics to become prepared, and clearly define to what level that preparation should occur.

Search and Rescue Volunteers:

- The SAR program training budget should be restored to \$30,000 to ensure continued support to the state SAR conference. This critical conference provides search and rescue responders with a forum to learn the latest strategies, tactics, techniques, and procedures.
- Federal Terrorism Response funding: Provide \$50,000 to update and deliver the Orientation and Disaster Search and Rescue course to the SAR personnel. Through this awareness level course responders learn to operate safely and effectively in disaster response operations.
- It is important that the SAR community be included in the definition of First Responder.

Seismic Safety:

- Complete an update to the state's Seismic Policy Plan.
- Develop and adopt an implementation plan for the Policy Plan.
- Develop a state funding mechanism for a seismic network.
- Reorganize a state mechanism to disseminate seismic information following events; e.g., put a state agency in charge.

Washington State Patrol

- Continue to pursue Federal support to provide direct training to emergency responders, acquire necessary equipment and provide administrative resources to accomplish the entire homeland security effort.

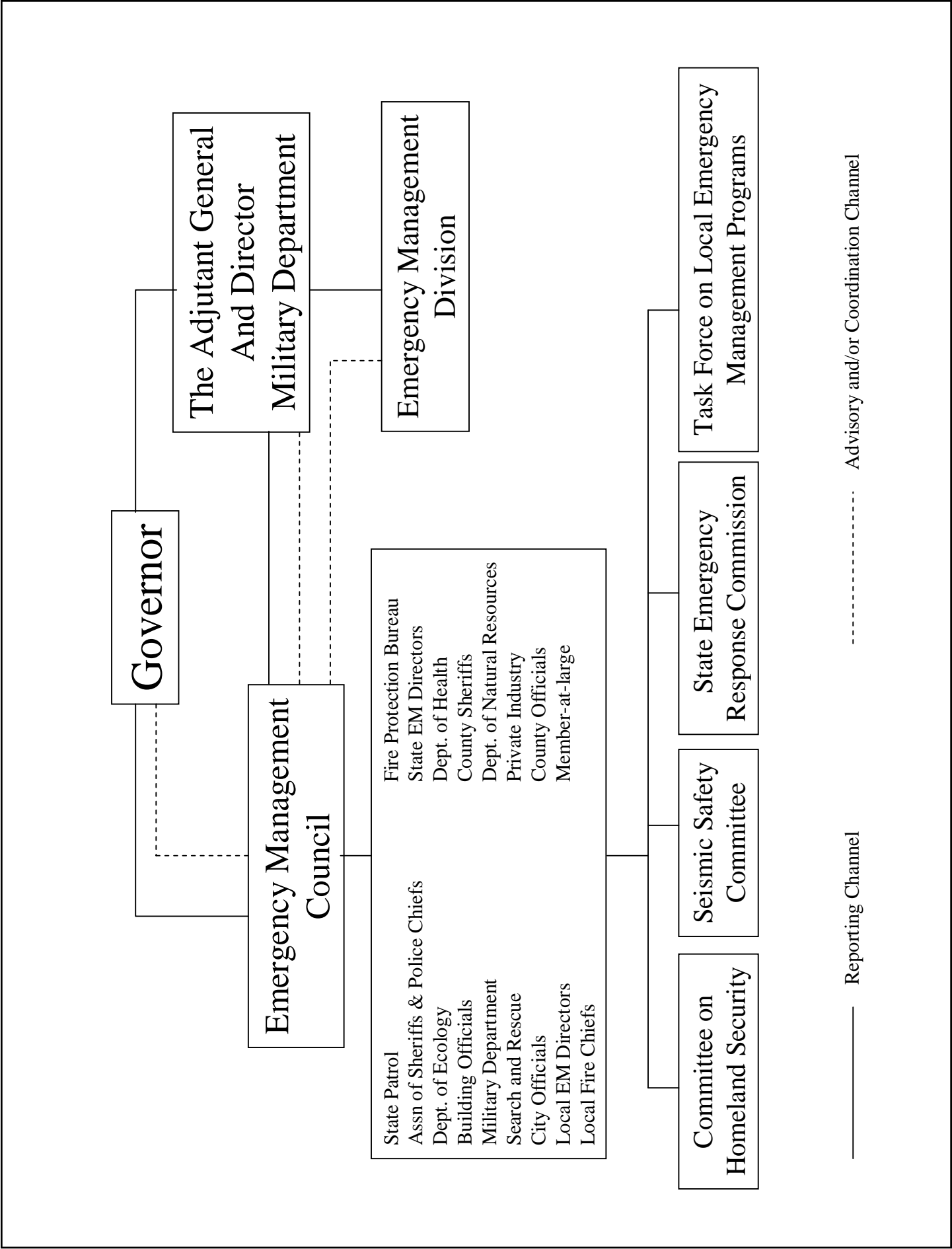
EMERGENCY MANAGEMENT COUNCIL

EMERGENCY MANAGEMENT COUNCIL MEMBERS

DISCIPLINE

MEMBERS

MEMBER-AT-LARGE	Thomas Green, Chair
STATE EMERGENCY MANAGEMENT DIRECTORS	Trudy Winterfeld, Vice Chair Director, Cowlitz County Department of Emergency Management
BUILDING OFFICIALS	Kenneth Korshaven Building Official, City of Lynnwood
CITY GOVERNMENT	Steve Jenkins Mayor, City of Bridgeport
COUNTY GOVERNMENT	Diane Oberquell Commissioner, Thurston County
DEPARTMENT OF ECOLOGY	Linda Hoffman Director, Washington State Department of Ecology
DEPARTMENT OF NATURAL RESOURCES	Doug Sutherland Commissioner of Public Lands
LOCAL EMERGENCY MANAGEMENT DIRECTORS	JoAnn Boggs Director, Pend Oreille County Department of Emergency Management
LOCAL FIRE CHIEFS	Jeff Jensen, Alternate Assistant Chief, Tacoma Fire Department
MEDICAL OFFICERS	Ron Weaver Assistant Secretary, Washington State Department of Health
POLICE CHIEFS	Larry Erickson Executive Director, Washington Association of Sheriffs and Police Chiefs
PRIVATE INDUSTRY	Robert Zimmerman Senior Manager, Support Operations, Security and Fire Protection, The Boeing Company
SEARCH AND RESCUE	Art Jordan Chairman, Washington State Search and Rescue Volunteers Advisory Committee
SHERIFFS	Steve Whybark Sheriff, Mason County
STATE FIRE MARSHAL	Mary Corso State Fire Marshal, Fire Protection Bureau
WASHINGTON MILITARY DEPARTMENT	Maj. Gen. Timothy J. Lowenberg Director, Washington Military Department
WASHINGTON STATE PATROL	Lowell Porter Chief, Washington State Patrol



EMERGENCY MANAGEMENT COUNCIL COMMITTEES

Committee on Homeland Security (CHS):

Purpose:

Provide advice and recommendations on statewide Homeland Security policy and plans.

Objectives:

To serve as the EMC's working group for assignments related to terrorism:

1. Facilitate the implementation and maintenance of the Statewide Homeland Security Strategic Plan.
2. Recommend policy to improve and enhance statewide preparedness.
3. Provide a forum for coordination and exchange of information.
4. Recommend, monitor and where appropriate develop systems and processes to accomplish Homeland Security priorities.
5. Serve as a principle forum for synchronization of all statewide Homeland Security activities.

Seismic Safety (SSC) :

Purpose:

Prepare and submit to the Emergency Management Council (EMC) statewide strategies, policies, and recommendations that address the seismic threat through mitigation, preparedness, response and recovery activities. This will be established through a collaborative effort and consensus of committee members representing stakeholder organizations across the state.

Objectives:

To serve as the EMC's focus group for all activities related to seismic safety:

- (1) Identify and promote existing state, local and regional mitigation initiatives that model implementation of committee advocated strategies;
- (2) Coordinate the development of a statewide strategy for educating, mitigating, planning and responding to the threat of seismic events. Review the Seismic Safety Committee's A Policy Plan for Improving Earthquake Safety in Washington – Fulfilling Our Responsibility, December 1, 1991 as a baseline reference;
- (3) Promote an effective and coordinated mechanism to assess and disseminate risk and threat information;
- (4) Identify resource opportunities to include but not limited to funding, equipment, staffing, and technology. Recommend appropriate lead agencies or entities for specific seismic issues;
- (5) Provide a forum for general coordination and the exchange of information among federal, state, local, and private entities;
- (6) Recommend legislation and policy changes to improve and enhance statewide seismic safety;
- (7) Develop a method for an annual assessment report of statewide implementation of seismic safety improvements, deficiencies and needs to the EMC using a consistent format and method;
- (8) Evaluate and prioritize recommendations on the basis of cost-benefit to the life safety, property, environment, and economic vitality of the state.

State Emergency Response Commission (SERC):

The Emergency Management Council is state mandated by RCW 38.52.040(2) to periodically convene in special session as the State Emergency Response Commission, as required by federal mandate P.L. 99-499, the Emergency Planning and Community Right-To-Know Act.

The purpose of the State Emergency Response Commission is to develop and support state and local government programs and local university-sponsored programs that are designed to improve emergency planning, preparedness, mitigation, response, and recovery capabilities with special emphasis on hazardous chemicals.

Task Force on Local Emergency Management Programs:

Purpose:

Perform a strategic assessment of the ability of local and tribal emergency management organizations to effectively provide for all phases of comprehensive emergency management.

Objectives

To serve as the EMC's project-specific working group in the discharge of the above purpose, with the following specific objectives:

- (1) Evaluate local and tribal emergency management requirements, capabilities and needs. An implied responsibility of the Task Force is to evaluate the role and effectiveness of state-level emergency management to the extent that local and tribal emergency management is impacted by state policy, regulation and/or operations.
- (2) Evaluate the ability of local and tribal emergency management organizations to provide for the four phases of emergency management (mitigation, preparedness, response, and recovery).
- (3) Evaluate the effectiveness of the emergency management structure at the local and tribal levels, including the emergence of regional emergency management efforts.
- (4) Accomplish the strategic assessment based on existing laws, regulations, rules and standards while utilizing developed assessment tools.
- (5) Provide assessment findings and make recommendations that will increase the ability of local and tribal emergency management organizations to meet current and future risks.

A YEAR AND ONE-HALF IN REVIEW

January 1, 2002 - June 30, 2003

WASHINGTON STATE 2002-2003 DISASTERS/EVENTS

Throughout the year many activities, events and small disasters occur throughout the state. The following information is an example of the events that state and local emergency managers and responders regularly deal with, remembering that all disasters begin as a local event:

War on Terrorism:

The State Emergency Operations Center activated to Phase II four times for a total of 71 days during 2002 and 2003 in response to increases in the Homeland Security Advisory System Warning Level from Elevated (Yellow) to High (Orange).

In May 2003 TOPOFF (Top Officials) 2, a full-scale international terrorism exercise, was conducted. The City of Seattle, King County, Port of Seattle, Washington State, federal agencies, and the private sector were involved in this exercise. In addition, a TOPOFF 2 cyber event exercise that focused on threat assessment and analysis was held the week before.

The Washington State Emergency Repatriation Functional Exercise was held February 25, 2003. Incident Command Staff and Repatriate Players from the Military Department, Department of Social and Health Services, Department of General Administration, Department of Transportation, Criminal Justice Training Commission, Department of Agriculture, King County, Port of Seattle, American Red Cross, Center for Disease Control, Federal Emergency Management Agency, the US Health and Human Services, Director of the US Repatriate Program, and the Department of Defense Executive Agent for Noncombatant Evacuation Operations (NEO) participated. Emergency repatriation is the return of US citizens who require immediate evacuation from a foreign country due to an emergency situation. This could arise from military, political, or hazard events. Washington would provide onward travel assistance to repatriates at an emergency processing center located at the Criminal Justice Training Commission.

Fires:

During the 2003 Legislative Session, Senate Bill 5935 transferred Fire Mobilization responsibilities from Emergency Management Division (EMD) to Washington State Patrol (WSP) effective July 2003.

In May 2002 two major urban area fires occurred, one destroyed approximately 40 boats on northeast Lake Union and the second destroyed several small businesses in the business district of Friday Harbor and impacted many others as a result of the loss of customers. The US Small Business Administration approved Governor Locke's request for an economic injury disaster declaration.

During 2002, eight large wildland fires and several smaller fires occurred, burning approximately 43,000 acres and destroying five homes and numerous buildings and vehicles. The State Fire Resource Mobilization Plan was implemented for three of the fires with activation of the State Emergency Operations Center (EOC) and local EOCs.

Storms/Drought:

In 2002 natural disasters took a toll on the state's agricultural community. Twenty-eight counties experienced agriculture damages from windstorms and drought and freezing weather conditions and submitted requests for assistance, with some submitting requests for as many as four separate events. The state requested agriculture disaster designations under the authority of the Secretary of Agriculture 12 times. Additional requests for assistance carried over into 2003 for late drought conditions and the devastating effects of freezing weather. In all of 2001 there were only three requests for Secretary of Agriculture Disaster Designations for 16 counties.

The 2002 winter storms brought flooding in Western Washington jurisdictions along the Chehalis, Cowlitz, Deschutes, Dungeness, Elwah, Nooksack, Puyallup, Satsop, Skagit, Skokomish, Skykomish, Snohomish, Snoqualmie, and Stillaguamish Rivers. Emergency Declarations were prepared in Thurston, Kitsap, Clallam, Jefferson, Whatcom and Skagit Counties. Damages to property, economy, and environment were attributed to landslides and flooding and there was one fatality in Thurston County.

A Governor's Proclamation of Emergency declared for the Swift Reservoir Canal breach that occurred in April 2002 that resulted in the washout of a 200-foot section of State Route 503 and significant damage to the Swift Powerhouse. Over 20,000 gallons of mineral oil spilled into the Yale Reservoir affecting recreational fishing in nearby lakes.

Seismic Activity:

On January 10, 2002, the National Weather Service presented the City of Long Beach with the TsunamiReady and StormReady Award. The City of Long Beach is the second jurisdiction in Washington State to receive this recognition. The Quinault Nation is the first Native American Indian Tribe to be recognized as a TsunamiReady community. The National Weather Service designed

TsunamiReady to help cities, counties, towns and tribal governments implement procedures to reduce the potential dangers of a tsunami strike.

Each year approximately 1,000 earthquakes occur in Washington. Most occur in western Washington, are minor, and go unnoticed by the majority of the citizens. The following earthquakes are examples of the ones felt:

- * April 24, 2002: A magnitude 3.9, 10 miles deep, 9.9 miles northwest of Portland, OR.
- * April 25, 2002: A magnitude 4.8, 28.8 miles west of Poulsbo, and 31 miles deep. No damages were reported, but it was felt in several northwest Washington counties.
- * July 22, 2002: A 3.1 magnitude occurred 7.1 miles south of North Bend.
- * September 20, 2002: A 4.2 magnitude, 16 miles deep, located 6.1 miles southwest of Friday Harbor.
- * November 3, 2002: A magnitude 3.1 located ten miles south southeast of Oak Harbor and 27 kilometers deep.
- * November 29, 2002: A magnitude 3.8 occurred just south of Point Roberts, WA.
- * January 25, 2003: A magnitude 2.9, 5 km deep, centered 11 miles west of Ellensburg.

In October 2002 Pierce County tested the Mt Rainier Lahar Warning procedures for the Puyallup and Carbon River valleys. Outdoor warning sirens and NOAA Weather Radios were activated, local television and radio news stations ran the Emergency Alert Signal (EAS) test, and Orting, Sumner, Puyallup, and Fife schools tested evacuation procedures.

Hazard Mitigation / All Hazards:

Seven local jurisdictions, Mason County, Sumner School District, City of Gold Bar, City of Mercer Island, City of Sultan, Chelan County, and City of Kenmore, received mitigation planning grants through the Federal Emergency Management Agency's new Pre-Disaster Mitigation program. Washington was one of the first 12 states to receive funds to develop multi-hazard mitigation plans. Mitigation plans will soon be a prerequisite to receive certain types of mitigation funding and disaster assistance.

Three weather radio transmitters were installed or upgraded in eastern Washington for the Umatilla Army Depot Chemical Stockpile Emergency Preparedness program. The warning system was integrated into several NOAA Weather Radio regional transmitters that are operated out of the Pendleton weather forecast office.

The Hazard Mitigation Grant Program received 59 applications from eligible applicants for the second round of mitigation project grants resulting from the 2001 Nisqually Earthquake. The average request was \$950,000 for a total of over \$56 million in potential project costs. Approximately \$10.6 million in funding is available and the grants do require a 25% match.

On November 21, 2002, Tacoma Police and Fire Departments, with the assistance of the local Alcohol, Tobacco, and Firearms (ATF) bomb squad, evaluated a ten pound box of old dynamite that had been recently discovered in a locked railcar near the waterfront.

In 2003 the Enhanced 911 Program (E911) filed the CR103 to update WAC 118-65, which specifies the eligibility for county assistance from the E911 fund. The WAC will be in place for utilization in awarding the FY 2002-03 support contracts to counties.

In September 2003, the State of Washington, EMD, assumed national leadership of EMAC (Emergency Management Assistance Compact) and responsibility for leading the EMAC Executive Task Force and dispatching EMAC assets in response to states' requests.

The State of Washington entered into a state partnership with the Kingdom of Thailand in April 2002, focused primarily on military-to-military with specific interest on emergency management activities.

EMERGENCY MANAGEMENT COUNCIL

The Committee on Terrorism (COT) continues to monitor the state's Domestic Preparedness Equipment Program. Twenty-five counties submitted equipment purchase worksheets. The total cost to purchase equipment for these counties is \$907,000.00. The PPEs (personal protective equipment) that are purchased for each county will raise their response force and/or capability. This equipment allocation provides a cadre of responders with a basic Level B capability the county can rely on until mutual aid and/or regional/state response resources are available.

The COT provided oversight for Public Disclosure legislation that the 2001 Washington legislative session passed. This legislation further protects sensitive planning and vulnerability analysis information from disclosure.

The Emergency Management Council endorsed the Hazard Mitigation Grant Program process for project selection and fund use.

The Emergency Management Council reinstated the Seismic Safety Committee, selected co-chairs, approved the charter, and charged the Committee to develop strategic objectives. This committee is working to enhance and maintain the Seismic Network to obtain better mapping information.

The State Emergency Response Commission held the first Tribal Emergency Response Commission Hazardous Material Workshop.

HAZARD SPECIFIC ASSESSMENTS

Emergency Management Council Assessment of State-Wide Emergency Preparedness

RCW 38.52.040 mandates that the Emergency Management Council (EMC) provide the Governor and Director with an annual assessment of statewide emergency preparedness including, but not limited to, hazard mitigation, seismic safety improvements, flood hazards reduction, and hazardous materials planning and response activities. This year Homeland Security/Terrorism is included in the assessment.

HAZARD MITIGATION - ALL HAZARDS

Hazard Identification:

Washington's natural hazards include earthquakes, floods, severe storms, tsunamis, and volcanic eruptions. Technological hazards include hazardous materials and terrorism. Loss of life and property will occur as the result of any hazard. Mitigation has proven to be effective in reducing these losses.

Federal, state, and local governments work together to mitigate and reduce the effects of natural and technological hazards. With a focus toward mitigation and prevention, the Emergency Management Council (EMC) continues to support and expand the roles of the Committee on Terrorism (COT), the Seismic Safety Committee (SSC), and the State Emergency Response Commission (SERC).

Vulnerability Analysis Summary:

Washington has the second highest seismic risk in the nation. The entire built environment, particularly in the Puget lowland area, is vulnerable to earthquakes and secondary hazards such as landslides and tsunamis. While building continues in flood plains, development is more restricted and hazard risk reduced due to critical areas regulations adopted by communities to protect frequently flooded areas.

The bridge seismic retrofit program has not been completed in Western Washington and critical facilities in Eastern Washington are still pending needed work.

Risk Assessment: Medium to high - depending on the hazard and season.

Many of the natural hazards experienced in Washington are seasonal; e.g., floods, ice storms, freezing temperatures. Earthquakes occur almost daily; but are seldom of sufficient magnitude to cause major damage.

Failure to address the many hazard issues in Washington, especially the seismic retrofit of the traffic infrastructure, could create major economic impacts to the state when major earthquakes occur.

Progress / Policy Recommendations:

Hazard mitigation is a major focus for state and local planners. Such plans are required by November 1, 2004 to keep local jurisdictions eligible for federal hazard mitigation grant funds, for the state to remain eligible for these grants and funds to repair public buildings that are damaged following disasters, and to fight major wildland fires. Eight local plans have been approved by FEMA and 24 are

under development and review. The state plan involves 30 state agencies, colleges, and universities. Initial Federal Emergency Management Agency (FEMA) review will begin in early spring 2004.

Progress is being made on a project to update and digitize flood hazard maps statewide by 2009. The average age of current flood maps is 16 years.

A partnership involving the state, local jurisdictions, Indian tribes, and the National Oceanic and Atmospheric Administration used the Tsunami program to develop an all-hazard alert and warning system. This system is being deployed along coastal areas, on coastal tribal reservations, and in urban areas of Puget Sound.

Funding requests for the Hazard Mitigation Grant Program (HMGP) for the Nisqually Earthquake exceeded \$550 million in potential project costs. The funding that was available was \$21 million.

Planning, preparedness, and response information continues to be added to the Washington Emergency Management website. This information is geared toward the general public and local jurisdictions.

FLOOD HAZARDS

Hazard Identification: In Washington flooding is the most prevalent natural hazard. Since 1956 flooding was involved in 28 of the 37 presidential declared disasters. The principal season is mid-fall through mid-winter in western Washington and mid-winter through spring in eastern Washington. The primary threat is from the major rivers that drain the Cascades and Olympic Mountains.

Flooding occurs on both sides of the Cascade Range, but the majority of flood damage involves the Puget lowland. Eastern Washington is subject to uncommon, but violent, flash floods. Fire-damaged watersheds can flood in the years following the fire.

Urban storm-water flooding is becoming a more common occurrence, particularly in the state's more developed areas. High groundwater tables and inadequate urban storm drainage contribute to this problem.

Vulnerability Analysis Summary: Mt. Vernon, Burlington, and the smaller communities along the Skagit River, Centralia and Chehalis along the

Chehalis River, and many smaller rural areas that are along main stem Cascade Range streams, including the Snoqualmie, Snohomish, Stillaguamish, and Nooksack rivers, are the most vulnerable communities.

Risk Assessment: HIGH

- Private properties located in flood hazard areas are continuously at risk.
- Many of the state's lifelines, highways and rail corridors, must use or cross floodplain areas.

Progress / Policy Recommendations:

The EMC regularly reviews the progress of the Hazard Mitigation Grant Program's grant awards. Through various federal grant programs directed at mitigation, the State of Washington has acquired and/or elevated over 600 homes to mitigate flooding; but the need is far greater than the funding.

- Department of Ecology (WDOE) is participating in a FEMA initiative to update and digitize all flood hazard maps statewide by 2009. WDOE is working with local communities to determine their mapping needs, establish priorities, and develop a business plan to obtain FEMA funds for the mapping project. The average age of existing flood maps is 16 years.
- WDOE has partnered with EMD to provide \$1.5 million per year to local governments to develop and implement plans and projects that reduce flood hazards.
- WDOE has partnered with Washington State Department of Transportation to undertake a major effort to coordinate state activities aimed at flood hazard reduction. These activities include a focused effort on obtaining improved flood mapping that will lead to better identification and thus avoidance.

HAZARDOUS MATERIALS

The Hazardous Materials (HazMat) program and the State Emergency Response Commission (SERC) develop and support state and local government programs to improve emergency planning, preparedness, mitigation, response, and recovery capabilities for disasters that involve hazardous materials.

Hazard Identification:

Hazardous materials include chemicals, quantities, and spills

- Chemical hazards are compounds with properties that can produce lethal or damaging effects to humans, animals, and the environment. They can exist as solids, liquids, or gases – depending on temperature and pressure.
- Very large quantities of basic and exotic chemicals are stored and transported inter and intrastate daily. The quantity and number of chemicals being transported is increasing.
- Hazardous material spills can result in significant loss of life and affect the environment for many years. The increase in transportation increases the potential for a serious incident.

Vulnerability:

A significant percentage of the annual response calls are for hazardous materials. Recent incidents have been localized and small enough for local hazmat response teams to handle.

Major transportation routes transit the most densely populated areas of the state as fuel pipelines, rail lines, and freeways. All of these transportation forms are major carriers of hazardous materials.

Methamphetamine drug labs have dramatically increased and produce significant amounts of chemical byproducts. Most of these sites are highly contaminated and require a level B or higher response.

Risk Assessment: HIGH

- There is an increase in terrorist activities, creating a very high probability of a very different form of a hazmat incident.
- The increase in hazardous material shipping increases the probability that an accident will occur resulting in a hazardous material spill.
- There is a lack of qualified hazardous material responders that leaves significant portions of the state unprotected for a quick initial response.
- We are unable to respond effectively to a large, catastrophic chemical release. In a large response local responders are quickly overwhelmed, as evidenced in the 1999 Bellingham pipeline rupture and the Fall 2001 anthrax incidences.
- Due to a lack of funding, many counties and cities do not have an operations-level response capability. This leaves those areas vulnerable to a chemical release.

Progress / Policy Recommendations:

The SERC worked with tribal leaders and the Emergency Management Division to develop a Tribal Emergency Response Commission (TERC) hazardous material 2-day workshop. The first workshop was held in 2001 and was attended by 24 tribal members from 12 tribes. The goal is to encourage them to work together and to develop local emergency response committees.

Seventeen counties and the Washington State Patrol received an HMEP (Hazardous Materials Emergency Preparedness) grant. Two tribes were awarded these grants in 2002. EMD and WSP used a SARA (more commonly known as the Emergency Preparedness and Community Right to Know Act [EPCRA]) grant to support HazMat responder training.

Additional grants include an SLA (State and Local Assistance) grant to fund the statewide hazmat workshop, the Pacific Northwest HazMat conference, the TERC workshop, WSEMA (Washington State Emergency Management Association) conference, King County Interoperability Drill, and the South Sound HazMat exercise. CERCLA (Comprehensive Emergency Response Compensation and Liability Act) funds sent four state hazmat responders to the Continuing Challenge HazMat workshop.

SEISMIC SAFETY

The Seismic Safety Committee has updated the hazard analysis and submitted a draft report to the Emergency Management Council. Much work has been completed toward all hazard alert broadcasting and notification for at-risk communities for any hazard situation. Devices can be installed at high risk facilities or in areas that are high-traffic areas for the public. In 2003 systems were installed in Ocean Shores, Port Townsend, Orting, and Puyallup. The systems are each specifically designed for the area's unique hazards to address tsunami, port security, volcano, and crowd control.

Hazard Identification:

FEMA ranks Washington number 2 in the nation for seismic risk. Washington has five specific seismic risks:

- **Intraplate or Benioff Zone Earthquakes** - Earthquakes that occur in the subducting Juan de Fuca plate from 25 to 100 km deep and are usually strong shakers. The largest recorded was the 1949 M7.1 in Olympia that lasted about 20 seconds. The 2001 M6.8 Nisqually earthquake lasted about 40 seconds. Since 1870 there have been six Puget Sound Basin earthquakes of M6.0 or larger.
- **Shallow Crustal Earthquakes** - Usually within about 30 km of the surface, these earthquakes occurred near Bremerton in 1997, Duvall in 1996, Maury Island in 1995, Deming in 1990, North Bend in 1945, north of Portland in 1962, and on the St. Helens' seismic zone in 1981. Washington's largest earthquake, estimated at M7.4, was the 1872 North Cascades earthquake and is thought to have been shallow.
- **Subduction Zone (interplate) Earthquakes** - These enormous earthquakes occur along the interface between tectonic plates and affect our south-coast communities. Averaging every 550 years, these earthquakes are approximately M8 – M9+. The last to strike Washington was about 300 years ago.
- **Volcanic Hazards** - Washington has five major volcanoes: Mt. Baker, Glacier Peak, Mt. Rainier, Mt. St. Helens, and Mt. Adams. More than 200 eruptions have occurred over the past 12,000 years ejecting material, lava flows, and lahars (debris flows), and debris avalanches. Importantly, other enormous debris avalanches and lahars may have been caused by intrusions of magma (not eruptions) or steam explosions at the volcanoes. Except for Mt. Adams, they have all have erupted within the last 250 years. Since they do not erupt at regular intervals, it is difficult to forecast when one might come to life again.
- **Tsunami Hazards** – Tsunami hazard assessments were completed in many at-risk communities. Tsunami inundation modeling was completed by NOAA/PMEL for the Eastern Strait of Juan de Fuca that includes Bellingham, Anacortes, and northwest Whidbey Island. Several GIS products were used to include tsunami inundation lines, maximum inundation depths and zones, maximum current speeds and zones, and maximum wave heights. These products can also be used to develop education programs, evacuation routes and response/mitigation plans. The tsunami inundation modeling of

Seattle that was accomplished last year was mapped and published by DNR this year and copies provided to the City of Seattle. Finally, tsunami inundation maps were completed for Clallam and Jefferson County. To date, evacuation maps are now complete for the tribes and both counties and are being placed into brochures that will be available to residents and visitors in early 2004.

Vulnerability:

Washington is vulnerable to many seismic events. The state has historically seen catastrophic tsunami which can be experienced by our lands that directly face the ocean and by the lands that border the Puget Sound area. In addition, our history includes great earthquakes with shocks of magnitude 8 or larger and more than 1,000 earthquakes are recorded annually.

Risk Assessment: HIGH

Due to the increases in population, infrastructure, and construction the next great earthquake is expected to have significant impact in terms of loss of life and to the state's economy.

Policy Recommendations:

- One of the top recommendations was the state adoption of the International Building Codes (IBC). The 2003 legislature passed the adoption of the IBC, which was signed by the Governor on May 14, 2003, and will go into effect July 1, 2004.
- Department of Natural Resources (DNR) plans to map the modeled areas in FFY 04.

HOMELAND SECURITY / TERRORISM

The purpose of Washington State Emergency Management Council's (EMC) Committee on Terrorism (COT) and the Homeland Security Program is to develop initiatives and recommend statewide strategies that address threats and acts of terrorism through mitigation, prevention, preparedness, response, and recovery activities.

Hazard Identification:

The multi-faceted terrorist threat includes those posed by chemical and biological agents, radiological materials, nuclear, incendiary and explosive devices, and cyber attacks.

Vulnerability:

Washington State communities continue to be vulnerable to terrorist activity and attacks directed against individuals as well as highly visible and vulnerable targets such as critical infrastructure facilities, sites, systems, and special events.

Critical facilities, sites, and special events become more appealing during visits by high profile personalities and dignitaries. Sporting events such as the Olympic Games and World Cup increase the probability of terrorist targeting. Additionally, international meetings and conventions

provide terrorists an excellent environment in which to articulate their cause through violence.

Only with sophisticated methods and well coordinated and integrated efforts can the source of the attack potentially be identified and tracked. As with any terrorist activity, the use of intelligence to uncover potential threats is the best means to avoid the disruption and chaos that could result from terrorist threats or attacks.

Risk Assessment: HIGH

To successfully counter and respond to terrorist acts, agencies, counties and communities must work closely together on a regional basis to maximize resources and efficiently integrate planning and response. Innovative regional approaches in conjunction with the use of existing processes and methodologies developed for the successful management of other hazards are essential. The plans and systems developed for all-hazard threats and disasters have been incorporated to serve as templates for developing a comprehensive counter-terrorist program.

This collective effort, involving a wide range of federal, state and local agencies, has realized multiple innovative accomplishments and successes that focused on all aspects of the terrorism threat:

- Passage of expanded Public Disclosure legislation;
- On-line distance learning initiative for homeland security and HazMat related training;
- Statewide selection, acquisition, and distribution of over \$15M in standardized and interoperable equipment through Department of Homeland Security (DHS) grants;
- Expansion of COT membership;
- Hosted exercise Top Officials (TOPOFF) II;
- Development of a State three-year exercise strategy;
- Development of COT long-term strategic planning;
- Revision of the Three-Year Statewide Domestic Preparedness Strategy.

Washington State continues to be recognized nationally as a leader in expeditiously implementing Department of Homeland Security (DHS) programs and introducing innovative homeland security initiatives.

Policy Recommendations:

The State's top three priorities for enhancing its existing capability for responding to and recovering from Weapons of Mass Destruction incidents continue to be:

- Access to federal intelligence and the ability to analyze and share it with state and local officials on a need to know basis.
- Resources to enhance the preparedness and response of public health and the healthcare system to include enhancing surveillance systems, training, surge capacity and secure communications.
- Resources for planning, training and equipping first response agencies, to include secure and interoperable communications systems.

DISCIPLINE SPECIFIC ASSESSMENTS

DISCIPLINE SPECIFIC ASSESSMENTS

The 17 Governor-appointed representatives on the Emergency Management Council have a wide range of knowledge, expertise, and experience in the various specialty areas that are involved with emergency management.

BUILDING OFFICIALS

At the state level Washington Association of Building Officials (WABO) works with the State Building Code Council and other share holders to maintain current up-to-date building codes that will provide buildings that are resistant to natural and manmade forces.

After a disaster occurs the building officials are responsible for determining the safety of buildings for occupancy and determining what mitigations need to occur prior to those buildings being reused.

Emergency Preparedness Strengths:

WABO works with private and public entities to maintain disaster resistant codes in the State of Washington, programs for upgrading existing structures to resist disasters and on a national level to update the national codes to reflect the most current and best building science available for construction of safe buildings and structures.

Shortfalls and the Impacts:

Science for construction design is theoretical and requires the use of assumptions. Currently new information becomes available only when disasters occur. We have increased our ability to project estimated reactions to disasters but these are still only guesses and are not always totally accurate.

The risks to the citizens of Washington have diminished but are still in the medium to high range for a major seismic disaster. The new scientific information on seismic conditions has revealed that potential hazards are higher than originally determined. The number of existing buildings, both public and private, that currently exist and have not been retrofitted for increased resistance further complicates this risk. The low incidence of earthquakes in this area does have positive mitigative value. The time required to analyze the information from disasters and then form that into meaningful code changes at the national level has been reduced, but is still a slow, time-consuming process.

CITY GOVERNMENT

In Washington State there are 281 cities and towns, of which 179 have populations of 5,000 or under. Most of these 179 cities support agricultural communities and can be designated rural. Many of the 179 small cities address public safety and emergency management issues with volunteers. Dozens of rural fire departments, for instance,

are staffed with volunteers. Many have agreements with their counties for emergency management (EM) services. Many of the larger cities (47) have developed their own EM plans and programs. The profiles of emergency management programs in cities are as diverse as Washington's topography, population distribution, industry, and vulnerabilities would indicate.

Emergency Preparedness Strengths:

City preparedness strengths lie in their emergency management, public safety, and health department resources. There is a wealth of practical, on-the-job experience and wisdom to draw from in our municipalities.

Historically, city EM departments and personnel were not considered to be key to public services in a city, until a disaster struck. In the last two years, EM departments and their directors have begun to take a regular seat in council chambers and receive the recognition and support they need to perform in the event of a disaster. This change in role and status can be attributed in part to the recent federal focus on homeland security, and Washington State's all-hazards approach to emergency management.

Until 9/11, the focus for city emergency management programs was to provide services for residents within their city boundary. While the respective county could be called if assistance was needed, the cities approached emergency management with a "take care of our own" philosophy. That lone-wolf approach has changed. Collaboration with neighbors, their county, and cooperation with regional homeland security efforts is becoming the norm.

Representatives from city government are stepping forward to serve on diverse county and state councils and commissions focused on homeland security and emergency management. They are addressing new threats, like terrorism, and new demands on local government for collaboration and mitigation. They are planning! They are addressing new budget challenges in order to provide safety to all of their residents.

Shortfalls and the Impacts:

In a recent survey, we were unable to determine the existence of a plan, or agreement with another jurisdiction, for 62 cities. An assumption must be made that a significant number of communities in the State are not prepared for disaster.

Shortfalls include:

- Lack of effective alert systems, especially in rural areas
- Lack of communication channels with county and state agencies

- Failure to adopt the Incident Command System (ICS)
- Lack of EM training and exercises
- Lack of interoperable communications between the various government, law enforcement, and fire protection agencies
- Some vulnerability assessments done by counties without consultation with all cities within the county

Regarding budget and finance:

Mechanisms for working with county EM Councils are often lacking. Emergency management and homeland security dollars are distributed through counties in this state, and county emergency management councils decide how dollars are distributed. There is evidence that many of our cities are not participating in that process.

According to the Association of Washington Cities approximately 30 cities have “Grant Managers” on staff. The majority of cities do not pursue grant opportunities that are open to cities because of lack of personnel and/or grant related expertise.

COUNTY GOVERNMENT

The legislative bodies are responsible for emergency services in their jurisdiction. Some county officials work closely with federal, state, and local law enforcement and fire departments to develop and implement their emergency management programs. They provide the Council with information that describes the current capabilities and limitations of their jurisdiction. At this time, the core services that are directly impacted by disasters and emergencies are public safety, emergency management, and public health.

Emergency Preparedness Strengths:

Some counties have integrated health department plans into their emergency management plan and some have active exercise programs to prepare for disaster response. Many counties interact with their cities on a collaborative basis.

Shortfalls and the Impacts:

- The majority of counties do not have an emergency alert system that would notify all of the residents of a disaster.
- Well-developed emergency plans do not exist in all counties.
- The public is largely unaware of their responsibility in a disaster. They don't know what assistance to expect in an emergency and what may be required of them until that assistance arrives.
- It is difficult for many of the large rural counties to respond to an emergency or disaster in a timely manner due to the distances between the affected area and the responders.

The war on terrorism has placed new demands on all forms of government. Funding shortfalls have created

inconsistencies in plan development and training.

- Many counties cannot meet the federal match requirements that are in a number of the grant programs.
- There is a lack of communication and interoperability between the various governments, law enforcement, and fire protection agencies.
- Among county officials, there are inconsistencies in the amount of involvement and awareness for a county's level of emergency preparedness.

We are unable to determine the risk to public safety in Washington State without the all-hazard assessment.

DEPARTMENT OF ECOLOGY

Ecology is the lead agency in the Comprehensive Emergency Management Plan (CEMP) for ESF-10 (Hazardous Materials). We share this lead with WSP – Ecology is the lead agency for spills to waters of the state, and for consequence phase spills to land. WSP is the lead agency for crisis phase hazmat spills to land. Ecology is also responsible for statewide response and cleanup of clandestine drug labs.

Ecology also carries the responsibility for the state's Dam Safety Program, regulating over 800 non-power producing dams.

Ecology administers the National Flood Insurance Program (NFIP) for the state and in conjunction with the state floodplain management regulations as found in Chapter 86.16 RCW and WAC 173-158. In addition, we administer the Flood Control Assistance Account Program (FCAAP) to assist communities with flood hazard mitigation planning and the implementation of flood damage reduction projects with grant funding and technical assistance.

Emergency Preparedness Strengths:

Ecology response strengths include statewide 24-hour hazardous materials response coverage and is the most experienced hazardous materials response team in the state. Ecology manages 4,300 spill notifications a year and responds to over 2,300 spills a year. Additionally, Ecology has a very strong ICS/UCS experience base and training program.

Floods – Ecology has experienced staff that has dealt with all phases of preparedness from assessment, planning, response, recovery, and mitigation. Staff has provided support in many declared disasters for flooding as well as other natural hazards. Staff includes a professional engineer, hydro-geomorphologist, and GIS specialist.

Shortfalls and the Impacts:

Budget restrictions and FTE limitations force Ecology to make difficult choices in how resources are expended to

protect human health and the environment.

Ecology has received no funding to support counter terrorism planning, preparedness or response activities.

There is no statewide interagency interoperable communication system. In a disaster, there is no coordinated method to communicate with other agencies.

Floods – FTE limitations restrict Ecology's ability to fully participate in widespread events. Outdated or inadequate flood hazard mapping reduces accuracy and effectiveness of participation. During the 2003-05 biennium, FCAAP grant funding to Ecology was reduced by the legislature.

The lack of funding, FTE and interoperable communication systems put the public at risk of a less effective and less coordinated response. This is difficult to assign a high/medium/low label to since risk is proportional to the nature and degree of the specific disaster; however, this should be assessed as a medium risk.

Floods – The impact of the FCAAP grant funding cuts from approximately \$3.2 million per biennium to approximately \$1 million, reduces the number of flood hazard mitigation projects that can be funded and the degree of financial assistance to locals. FTE limitations restrict the number of activities Ecology can assist with and the time available to participate. Inadequate flood hazard mapping can have adverse impacts on a community's preparedness and regulatory efforts as well as response and recovery activities.

DEPARTMENT OF HEALTH

The role of Public Health is to lead ESF-8 *Health and Medical Services*. We apply scientific skills to advise elected officials and other leaders on the human health effects of disaster and recommend courses of action to protect those threatened. Additionally, we apply other skills to obtain, manage, and distribute health and medical resources to support disaster response.

Emergency Preparedness Strengths:

Public Health is the single best source available to elected officials and other decision makers for quality information upon which to make sound protective action decisions in time of emergency. This role has long been embraced by public health officials at the state level and in our largest jurisdictions. Recent funding increases for bioterrorism preparedness have made this increasingly the case in smaller jurisdictions.

Shortfalls and the Impacts:

Real world challenges such as West Nile Virus and SARS have forced public health to focus immediately on them.

Our challenges do not dramatically affect our ability to respond or recover. In some respects, because of their urgency, they contribute to the experience base of public health responders. Risk: Low

LOCAL FIRE CHIEFS

This position on the EMC provides local fire chiefs with a perspective on fire service related issues. The mission of the fire services is the protection of lives and properties from the consequences of fire and fire related actions. The goal is to ensure and maintain greater protection of life and property from fire, natural and man-made disasters or sudden emergencies. Local fire departments are directly involved in Emergency Medical Service through rescue, care, stabilization, treatment and/or transportation of victims of medical emergencies and trauma related incidents of fire, accidents and other emergencies.

Emergency Preparedness Strengths:

There are 25,000 firefighters in the State of Washington that provide fire and EMS services throughout the state. Many local fire chiefs are also responsible for emergency operations in natural, technical and terrorism incidents. The fire service uses code enforcement as an integral part of their mission to reduce or eliminate hazardous situations. Local fire departments protect citizens from many natural and man-made hazards, including hazardous materials releases and spills.

Shortfalls and the Impacts:

The fire service needs to establish a long-term stable funding source for fire department fire and life safety services to assure continuity and quality. Local fire chiefs want a systematic, coordinated program whereby local fire departments are prepared and trained to handle initial response to the risks contained in their communities, supported by regional fire service teams with state of the art equipment, procedures and technical proficiency.

MILITARY DEPARTMENT

The Military Support to Civil Authorities (MSCA) section of the Washington National Guard functions in a Joint Operations environment when activated in response to a declared State emergency or disaster. This section performs oversight of the various functions as outlined in ESF 20 in Washington State Comprehensive Emergency Management Plan (CEMP).

Emergency Preparedness Strengths:

The MSCA section personnel have extensive experience and moderate levels of training in Emergency Operations management. The personnel are well seasoned and highly capable of conducting sustained 24-hour operations in support of disasters or state emergencies.

Shortfalls and the Impacts:

A concern of the MSCA organization is the transfer of trained, skilled operations personnel due to promotions, etc.

The risk presented by the personnel turbulence due to transfers, etc., is minimal to the organization's ability to perform all required functions. There is no impact to the state's ability to respond to or recover from emergencies or disasters.

PRIVATE SECTOR

The private sector provides the EMC with a perspective that is uniquely different from the governmental entities. The private business representatives on the EMC strive to sensitize other members of the EMC to the need for such communications and use the EMC as a means for incorporating private business issues into state planning activities. Private business is a major component of the economic engine for the state and depends upon the infrastructure the government and other private businesses provide in order to conduct business. Disruptions in expected services will cause businesses to cope in the best way they can. While a few major businesses have established working relationships with their local governmental emergency management agencies, the vast majority of businesses have not. Two-way communication between affected business and government agencies cannot be effectively accomplished, particularly during the response phase of emergencies.

Emergency Preparedness Strengths:

Plans vary widely among the private industries in Washington. Many larger organizations have begun the process to develop fully integrated plans that coordinate crisis management with local, county, and state government agencies. Unfortunately many companies are still not at the point of having plans that have been coordinated with government authorities and these may become problematic during an emergency.

Private business is significantly profit driven; therefore, consideration is always given to the cost versus benefit of decisions, particularly risk management decisions. Many large businesses are multi-state and international in their scope. This may permit them to shift certain activities out of harms way to other states or countries as a means of mitigating the impact of an event in Washington. The contingency plans for these larger businesses may include such options.

As the scale of disaster events increases, the level of government required to effectively cope with the event increases. Washington State has a variety of hazards that can threaten multiple regions of the state and therefore require state level coordination for effective response and recovery. Some of these hazards also can span state

borders and the Canadian border. In these situations, the State has the role of government-to-government coordination. Private businesses are at the mercy of the State to do this effectively in order that they may plan their own response and recovery activities.

Shortfalls and the Impacts:

Private businesses are challenged with being able to communicate their issues with the state during major emergencies and to understand the new level of preparedness that needs to occur for terrorism. The impact of this may be an unnecessary scale of loss of revenue, furlough of employees, inability to provide expected services to others in the state, all of which may be counter-productive to the State's goal of restoring normality and minimizing the financial impact upon the State. While government agencies may have means of conducting emergency communication during times of disasters, private businesses may not. This may also prove to be counter-productive to economic recovery in the State. Protecting and preparing employees for an act of terrorism is a topic of great debate.

The threat condition system the Department of Homeland Security created is causing businesses to examine their preparedness level, but the system does not offer as many tangible action steps for businesses as it does for private citizens or government agencies.

Private business's inability to recover rapidly will reduce the tax base for the state and local governments, but this impact is low relative to public safety in the state. There needs to be clearer lines of communication for private industry to interact with first responders during an emergency. Most of the training and practice that is done by first responders focuses on initial life safety during an event and doesn't concern itself enough with the coordination that may be needed with private industry, particularly in the case of a large scale disaster.

Private businesses would still benefit from an easy to read and understand scorecard that could be used to judge whether the business has taken enough action to prepare for a disaster. As a whole, if emergency responders explained more about ICS to businesses, business would know how to be prepared to connect into that process - if it were ever to be instituted at their facility.

Without an acceptable benchmark level for companies to measure their preparedness levels to, people are left to use their own logic to decide "is my company protecting me to the fullest level of its obligation". As an example, Sheltering In Place for businesses continues to need refinement. Detailed and specific information for what businesses should do to be prepared and to what extent should they pre-spend resources and take their employees through training.

As Citizen Corp and CERT continue to grow and obtain funding, a tremendous opportunity exists for these entities

to expand their scope to include businesses and employees. Building CERTs within a business would go far to reduce the need and demand for emergency services during a disaster. The possibility of including a Red Cross volunteer awareness component to the CERT and Citizen Corp programs, with direct applicability to business and employees, might be an avenue worth consideration.

These shortfalls represent a medium risk level to public safety. The training that first responders receive and their overall expert abilities will end up being a tremendous asset toward life safety during a small scale emergency. However, there will be significant communication issues that will occur in a large scale event. Parts of private industry will be temporarily paralyzed by not knowing who to listen to (exactly which authorities, where to receive their messages and instructions, how to follow them and how to align these instructions with their own plans they may be trying to execute).

SEARCH AND RESCUE VOLUNTEERS

The 8,000+ volunteer Search and Rescue (SAR) members provide SAR services throughout the State of Washington. They work under law enforcement (usually the county sheriff) and the Emergency Management Division to provide SAR services to those in need. These services include locating, accessing, stabilizing, and transporting lost and / or injured people.

Emergency Preparedness Strengths:

SAR personnel are highly skilled and dedicated individuals. The volunteers, in most cases, must raise their own money to train and equip themselves to provide SAR services. Their services are available free of charge to all those in need in Washington State.

A Search and Rescue Volunteer Advisory Council (SARVAC) was formed to provide a statewide group to help coordinate volunteer SAR in Washington State.

Most counties have a functioning Search and Rescue Council. These councils are made up of all the volunteer SAR units in their counties. A larger county may have many ground SAR teams on its council as well as the Coast Guard Auxiliary, Civil Air Patrol, Amateur Radio Association, dive rescue, whitewater rescue, dog teams, trackers, and so on. The sheriff and Department of Emergency Management (DEM) of that county may also be members of the SAR Council. A small county may have only one SAR team. Each county has the opportunity to have a representative on SARVAC. Our goal is to have all counties that have a Search and Rescue Team represented on SARVAC.

SARVAC recommends a SAR volunteer to represent the volunteer SAR community on the Governor's Emergency Management Council.

SAR volunteers have demonstrated their commitment to the State of Washington by successfully providing SAR services for many decades. SAR volunteers get no monetary compensation for their services and dedication to the citizens of Washington State. In fact, SAR volunteers raise the money to train and equip themselves for the SAR services they perform for free.

SAR volunteers are first responders to many incidents. Law enforcement personnel are there to supervise and coordinate resources, but it is the SAR responder who is in the field.

Shortfalls and the Impacts:

There has been some discussion as to whether a SAR responder meets the federal definition for a First Responder. We feel that SAR volunteers should be classified as First Responders and have access to state and federal funding for training and equipment, especially in the terrorism / homeland security area. SAR volunteers have demonstrated, over time, that they are essential and valuable resources in the State of Washington. They are there whenever they are called upon and should have access to quality training and equipment for their safety and in order to better perform their services.

The yearly State SAR Conference (training is one of the key missions of the state conference) is a cooperative effort between the host county and Emergency Management Division. EMD provides funding annually to support the conference.

Funding for Terrorism Response Training is available for the SAR community. However, either funding must be made available for these volunteers to be away from their paid jobs to attend the training or the trainings need to be made available when the volunteers are able to attend. Lack of access to trainings provided by the state directly affects the volunteer responders' ability to perform on actual missions. This lack of training could be a high risk to public safety.

Lack of terrorism response training, weapons of mass destruction training, and equipment would directly affect the SAR responders' ability to operate safely and effectively in the case of an emergency of that type. This would pose a very high risk to the safety of the general public and to the SAR volunteers themselves.

SEISMIC SAFETY

Emergency Preparedness Strengths:

The seismologists in Washington have on-going programs intended to provide information on the magnitude of expected seismic events and on the probable recurrence intervals of catastrophic events.

Shortfalls and the Impacts:

The state does not have a clear and consistent funding and responsibility mechanism to collect and disseminate information on seismic events and their probable impacts to local emergency responders. State funding of the Pacific Northwest Seismic Network is inadequate to provide long-term viability and install available upgrades.

The lack of a clear and consistent mechanism to prepare and distribute available products like ShakeMap from the seismological lab to local responders and the media prevents the most efficient dispatch of emergency response. Lack of a state funding strategy for the seismic network means that fewer instruments, especially modern digital strong-motion instruments, to prepare response information like ShakeMap are unavailable.

SHERIFFS AND POLICE CHIEFS**Emergency Preparedness Strengths:**

Law enforcement agencies throughout the State of Washington have been engaged in emergency preparedness activities over the past few years. They have improved inter-agency communication and are working more collaboratively to meet the needs of their communities. Much has been accomplished through the work of the nine emergency management regions that have been established for the State. A Law Enforcement Mobilization Plan has been adopted. A collaborative effort is underway to map all high schools throughout the State. This technical project will provide information to assist police, fire, school administrators and other responders handle critical incidents better in our schools. Local agencies continue to work closely with state and federal agencies to strengthen relationships and develop partnerships regarding information sharing and intelligence.

Shortfalls and the Impacts:

Areas that continue to need improvement within the law enforcement community primarily focus on information sharing, inter-operability and intelligence. The sharing of criminal information is inhibited by the lack of integrated systems throughout the State. The same issue arises in dealing with communications. Radio frequencies are not consistent from agency to agency and many times agencies are unable to talk to one another. This becomes a critical issue in emergency response incidents. There is a lack of sufficient intelligence gathering and analysis resources for law enforcement throughout the State. Proposals to add additional detectives and analysts have been prepared yet have not been funded. Most agencies face a lack of adequate funding or resources to properly deal with the added costs of preparing for and responding to acts of terrorism and other emergency incidents. This is especially true of the smallest rural jurisdictions. The mobilization plan becomes an important tool for responding to their needs.

The lack of adequate intelligence and information sharing inhibits law enforcement's ability to identify potential terrorists or terrorist activity in its earliest stages. These are important factors in our ability to prevent human caused disasters as opposed to just responding to them. Our inability to properly communicate across agency lines makes it difficult to manage personnel as they respond to incidents. Communication becomes cumbersome and time consuming as it requires multiple people to get the message transferred to the right people. Inadequate resources places people at risk as an incident may not be properly contained or handled until sufficient resource is made available. Many times, agencies are funded at a basic level of service. Emergency response, whether to an act of nature, a severe accident, or an act of terrorism is not always included in the budget. Many times this leaves an agency with the necessary resources to perform the day to day functions but they fall short in large emergencies.

STATE FIRE MARSHAL

The State Fire Marshal, Fire Protection Bureau / Washington State Patrol (FPB/WSP) represents the State's perspective on fire service issues. The State Fire Marshal has responsibility to mobilize the state's firefighting resources during fires or other disasters of unprecedented size and destructiveness. The Fire Resource Mobilization Plan is part of the CEMP and is utilized extensively during the wildland firefighting season from June – October of each year.

Emergency Preparedness Strengths:

The Washington State fire service consists of 25,000 fire fighters, EMS responders, approximately 18,000 of which are volunteer firefighters. In addition, members of the local fire service serve on the State integrated incident management teams. These teams consist of five 50-member teams integrated from the various federal wildland firefighting agencies, Department of Natural Resources (DNR) and the local fire service.

The teams are ready and capable of managing all hazard responses in a unified command capacity or overall event capacity until federal resources are available. The integrated management team system is the only one of its kind in the Nation and has been operational for four years.

The fire service is trained to the operations level of Hazardous Materials and will soon be engaging in Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) Awareness level and then Operations level training through the EMC's Committee on Terrorism (COT) on-line training program.

The fire service has been training on special technical rescue procedures and teams are trained and equipped in many areas of the state. However, the mechanism for deploying these teams outside of their area of jurisdiction

has yet to be accomplished.

Shortfalls and the Impacts:

The challenges facing the fire and emergency services are many; however, two that are of utmost importance for fire service readiness are first: the lack of a formalized hazardous material response system that is capable of responding statewide as needed for large events or when the local jurisdiction capabilities are overwhelmed is a significant challenge.

Second, there is a need for a formalized credentialing / qualifications system that would be managed through a Learning Management System that could be translated into a smart card for use on a scene. The system would enable a check-in-point at an event to read a persons card to determine the level of qualification for a specific assignment at a major incident.

It is our belief that for the fire service the two items listed above are of high importance/consequence. First, the hazardous materials response in WA is currently not standardized, is not strategically located (most are around the Seattle area), is not able to respond beyond their mutual aid boundaries, and there is no funding mechanism to formalize teams, training, standardization and response.

Second, faced with a major earthquake, terrorism event or other major disaster, we can only rely on the responders sent by the local jurisdiction to ensure the people are qualified for the role they may assume at an event. This was a major problem in New York that took just as many resources to manage the self-dispatched personnel as it did to manage those who were working on the event. A credentialing system that is standard between disciplines will be of much benefit to the State during an event.

STATE AND LOCAL EMERGENCY MANAGERS

State and Local Emergency Managers coordinate and facilitate organized efforts to mitigate against, prepare for, respond to, and recover from all technological or natural disasters that may occur in a jurisdiction. The EMC representatives keep the Council informed of the level of readiness in the local jurisdictions and of the issues and challenges faced by state and local emergency managers.

Emergency Preparedness Strengths:

The state and local emergency management directors remain committed to implementing and conducting comprehensive emergency management programs for the protection of human life and property, the environment and the economic health of their respective regions. Programs are constantly upgraded and training conducted continuously in order to improve their capabilities in order to adequately respond to incidents dealing with natural disasters and those involving Weapons of Mass Destruction.

Through the Washington State Emergency Management Association (WSEMA) emergency management directors and managers are able to foster a network of collaboration and partnerships with various public and private sector agencies dedicated to improving the state's emergency management system. WSEMA members provide local emergency management input by being represented on several state sponsored committees such as the Emergency Management Council (EMC), the Committee on Terrorism (COT), the State Executive Interoperability Committee (SEIC), the State Emergency Response Commission (SERC), and the EMC's Task Force on Local Emergency Management Programs.

In our continuing efforts to inform elected officials of their duties and responsibilities in the continuum of emergency planning, WSEMA has partnered with the Washington Association of County Officials, the Washington State Association of Counties and the Association of Washington Cities in offering a workshop designed to address these specific issues. To encourage better participation, the workshops are being offered through the Certified Public Official's training program. The workshops were presented on five different dates and locations throughout the state. This short course is designed as an introduction to provide specific training to local elected officials on their roles and responsibilities before, during and after an event. The positive response received from the workshops was sufficient to justify scheduling similar workshops annually.

Washington State's EMD-sponsored training assists local jurisdictions in their emergency preparedness efforts. The State Emergency Response Commission (SERC) and the Committee on Terrorism (COT) are examples of programs in this state that provide leadership and assistance to local emergency managers relative to hazard-specific issues such as Hazardous Materials and Terrorism.

Shortfalls and the Impacts:

Emergency managers face challenges that often make it difficult to meet the emergency preparedness needs of individual communities while balancing those needs with the federal and state mandates for local emergency management programs.

- Diversity of DEM organizations. The different styles, makeup and operational competence of local emergency management agencies throughout the state present an ongoing challenge to maintaining reliable response capabilities at the local level. The report of the EMC Task Force on Local Emergency Management Programs will be especially beneficial in addressing this problem.
- Change in focus for DEMs from simple natural disasters to terrorism planning. The advent of Homeland Security (HLS) is taking its toll on local emergency management offices to spend time on planning for the regularly occurring emergencies and disasters. The increased load for local emergency management agencies in managing HLS grants and coordinating programs from Needs and

Capabilities Assessment and Strategy Development to developing Citizen Corps Councils (CCC) and conducting Community Emergency Response Teams (CERT) training has further elevated local emergency management offices as the center for emergency planning, coordination, training and collaboration. They play a key role in regional coordination of multi disciplinary organizations.

- Lack of Emergency Management standards. The lack of emergency management standards is making it difficult for local emergency management offices to fully understand what is required in maintaining an effective operation. This should be addressed by the EMC Task Force on Local Emergency Management Programs.
- Staffing shortages. Funding cuts and difficulties recruiting volunteers have impacted volunteer organizations, often requiring them to decrease the level of support they can provide when a disaster occurs.
- Continued planning for all hazards. Many counties lack a viable preparedness program that addresses their hazards. Jurisdictions do not have adequate resources to mitigate against, plan for, respond to, and recover from all hazards that create a risk.
- Regional planning. Every local emergency management office is now influenced by the effects of Regional Planning Concept from grants to exercise planning. This is a positive effort which provides assistance to those local agencies which may require additional resources. It ensures that every jurisdiction, large or small, gets some portion of the grants being allocated by the state and federal government.
- Every incident is a local incident. The best we can do is prepare and hope that our preparation is sufficient to respond to the needs of the incident.

Shortfalls in emergency management directly impact our citizens who are often uninformed about the hazards in their community. The public and private sectors continue to suffer property losses and unnecessary injuries and/or death as a result of disasters.

WASHINGTON STATE PATROL

The Washington State Patrol (WSP) responds to all disasters within the state as required by statutory responsibility or requested in support of local jurisdictions. In addition, the WSP is the designated Incident Command Agency, for hazardous material incidents, on all State and Interstate Highways and in undeclared local jurisdictions by the authority of RCW 70.136.

Emergency Preparedness Strengths:

The response to disasters would involve one or more of the WSP's eight districts in the Field Operations Bureau and a functional Incident Management Team trained in nationally recognized ICS operations.

This response would be supported by the Aviation Division, SWAT, Civil Disobedience Action Teams, Crime Scene Response Team, Criminal Investigations Division, Crime

Laboratory, Commercial Vehicle Division, Bomb Squad, Explosive Canine Team and Arson Investigators from the Fire Protection Bureau.

Shortfalls and the Impacts:

Administration The WSP is heavily involved in all aspects of Homeland Security issues. It is becoming increasingly difficult to prepare, plan, train, and provide the necessary equipment to first response personnel for WMD events. Further, it is challenging to maintain the necessary research, dialogue and participation with Federal, state and local governments in the planning process and information exchange with existing resources.

Response Even using statewide resources we are limited should an event occur over a large geographic area, whether it would be a terrorist act or a natural disaster. The agency could be spread extremely thin for proper response dependant upon the type of incident, and it may require a priority response format allocating necessary/limited resources to appropriate locations.

Training There exists a need for specialized and extended event training for larger responses. Our personnel are trained and available for some specific, but mostly general, law enforcement responses. We lack some of the internal support of specialized units to respond to larger incidents of any nature, especially for a longer duration of time.

Equipment To support a statewide response strategy the WSP has some specialized equipment needs like the acquisition of an Aerial Imaging Camera System which is commonly called a FLIR (forward looking infrared) for our Aviation Division. This asset would provide high performance detection, recognition, identification and tracking of persons and vehicles during day, night and inclement weather. Another critical piece of equipment is an Emergency/Rescue Response Vehicle (BEAR) with bio-detection capabilities for the SWAT and our existing Incident Management Team requires a mobile command post.

In some cases like the ability to detect, prevent and conduct surveillance, this is a very high risk safety issue. In other areas it presents medium to high risk public safety issue. In all of the affected shortfalls it is critical to provide the additional resources, tools and training for the increased responsibilities encumbered by our agency.

In the event of a major disaster or extended incident we may have to prioritize calls for service or response, and in some circumstances our response may be limited or restricted due to training, personnel, and equipment needs.

RCW 38.52.040

WAC 118-30-050, 080

RCW 38.52.040

Emergency management council -- Members -- Ad hoc committees -- Function as state emergency response commission -- Rules review.

(1) There is hereby created the emergency management council (hereinafter called the council), to consist of not more than seventeen members who shall be appointed by the governor. The membership of the council shall include, but not be limited to, representatives of city and county governments, sheriffs and police chiefs, the Washington state patrol, the military department, the department of ecology, state and local fire chiefs, seismic safety experts, state and local emergency management directors, search and rescue volunteers, medical professions who have expertise in emergency medical care, building officials, and private industry. The representatives of private industry shall include persons knowledgeable in emergency and hazardous materials management. The council members shall elect a chairman from within the council membership. The members of the council shall serve without compensation, but may be reimbursed for their travel expenses incurred in the performance of their duties in accordance with RCW 43.03.050 and 43.03.060 as now existing or hereafter amended.

(2) The emergency management council shall advise the governor and the director on all matters pertaining to state and local emergency management. The council may appoint such ad hoc committees, subcommittees, and working groups as are required to develop specific recommendations for the improvement of emergency management practices, standards, policies, or procedures. The council shall ensure that the governor receives an annual assessment of state-wide emergency preparedness including, but not limited to, specific progress on hazard mitigation and reduction efforts, implementation of seismic safety improvements, reduction of flood hazards, and coordination of hazardous materials planning and response activities. The council or a subcommittee thereof shall periodically convene in special session and serve during those sessions as the state emergency response commission required by P.L. 99-499, the emergency planning and community right-to-know act. When sitting in session as the state emergency response commission, the council shall confine its deliberations to those items specified in federal statutes and state administrative rules governing the coordination of hazardous materials policy. The council shall review administrative rules governing state and local emergency management practices and recommend necessary revisions to the director.

[1995 c 269 § 1202; 1988 c 81 § 18; 1984 c 38 § 5; 1979 ex.s. c 57 § 8; 1975-'76 2nd ex.s. c 34 § 82; 1974 ex.s. c 171 § 6; 1951 c 178 § 5.]

NOTES:

Effective date -- 1995 c 269: See note following RCW 9.94A.850.

Part headings not law -- Severability -- 1995 c 269: See notes following RCW 13.40.005.

Effective date -- Severability -- 1975-'76 2nd ex.s. c 34: See notes following RCW 2.08.115.

WAC 118-30-050

WAC 118-30-080